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PRELIMINARY SURVEY OF A CITY PLAN

FOR

SAGINAW, MICHIGAN.

D. H. BURNHAM & CO.,
ARCHITECTS
CHICAGO ILLINOIS.

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INTRODUCTION.

Saginaw, Michigan, a city of 70,000 inhabitants, lies in the center of the Saginaw Valley, an agricultural section of 6,000 square miles of the richest farm land, naturally watered, with a good climate and a very small percentage of worthless land. It is the center of business for this rich farming section radiating from Saginaw north, one hundred miles to the Straits of Mackinaw; south, twenty miles; west, one hundred miles and of the entire "thumb" country to the east. Its character is mainly industrial and its population correspondingly so.

Originally, Saginaw was a lumber town and the saw mills which lined its river produced timber which carried the name of the thriving lumber town far and wide. Following the collapse of the lumber industry, the people turned to other lines of activity, and today, with its four hundred varied industries, Saginaw is a prosperous, growing and progressive city and is in the dawn of a new era which will far surpass its previous reputation.

The residential and business areas overlap each other in a most deplorable manner, and the entire city is throttled by a net work of railways, which situation must

be straightened out before the city grows any larger; in another twenty-five years under present conditions, the entire situation would become so intense that all life and business in the city would be almost impossible.

No plan of Saginaw can possibly be comprehensive which does not give careful and thorough study to the possibility of the growth of Bay City. The two cities are almost as closely allied with their water supply, roads, steam and electric intercommunication, as are Saint Paul and Minneapolis, and it is quite possible that the growth of Saginaw to the north with a corresponding growth of Bay city to the south will bring about a much closer relationship than now maintains.

The topography of Saginaw and surrounding territory is level, with no hills or rolling country. There is only a seven (7") inch drop in the Saginaw River between Saginaw and Bay City, a distance of eight (8) miles. Nature has not done much for Saginaw in the way of picturesqueness and it behooves us in the City Plan to take advantage and make the most of what little there is of natural beauty, and the greatest of these opportunities is the river.

CHAPTER I.

A PLAN FOR SAGINAW, ITS PURPOSE AND MEANING

The scope of this report is preliminary and suggestions set forth are not final recommendations, but are here shown merely for the purpose of illustrating the need for further and comprehensive study.

City Planning is the exercise of municipal imagination. It is the scientific and expert vision of inevitable city growth and the preparation of plans to provide for that growth. It is municipal prevision, prevention and preparedness.

City Planning is the civic sense that refused to build today what must be torn down tomorrow; that refuses to believe that the future will not be greater than the past and that refuses to act on the theory that the future growth will not equal growth of the past.

The City Plan for Saginaw should be a plan to direct the future growth of the city in an orderly, systematic and logical way and should present the proper solutions to the problems of freight and passenger transportation, street congestion, recreation and public health.

A City Plan must inevitably be of slow accomplishment and the results from same are carried out little by little, both by taxation and bond issues to be paid thirty or forty years after the improvements are made. It therefore behooves us to show we are right in what we suggest, so that the next generation, who inherit our debts, will feel that we have done wisely those things which they must pay for.

Saginaw has many possibilities of greatly increasing its present attractiveness and it is vitally necessary that as Saginaw grows, such development be along prepared lines to a preconceived plan, constantly endeavoring with improvements from time to time to reach the ultimate realization of the City Plan, which should be prepared without further delay.

The study of Saginaw should be based on a future city of at least double the present size and of at least one hundred and fifty thousand people, and bear in mind that as the city grows, so will its resources of taxation, and things that seem beyond us today will be easily accomplished tomorrow. An improvement costing One Million Five Hundred Thousand Dollars doesn't look any bigger to a city whose assessed valuation is One Hundred and Fifty Million Dollars, than an improvement costing One Hundred and Fifty Thousand Dollars does to a city whose assessed valuation is Fifteen Million Dollars.

CHAPTER II.

SUGGESTIONS FOR CITY PLAN FOR SAGINAW

1. FLOOD PREVENTION

A portion of the city adjacent to the river is subject to overflow during extreme high water and it is recommended that investigation be made for the construction of flood basins with power and controlling dams and gates above Saginaw, as done by Dayton, Ohio for flood prevention; for the deepening of the river channel or for the widening of the channel to straighten it through the city, to take care of spring freshets on account of the large drainage area and rapid run off into The Saginaw River. There is a possibility of both the Titabawassee and Shiawassee rivers being in flood simultaneously, which has not here-to-for occurred to any degree, with resulting great disaster to the city.

The elimination of flood danger, while not of yearly occurrence or of long duration, is nevertheless of vital importance to the future growth of the city and in the preparation of the City Plan should be given and receive first

consideration as, until this condition is removed, the growth of Saginaw will be greatly restricted.

2. WATER SUPPLY

Water for domestic and fire use is now taken from the Saginaw River. Drinking water is obtained by the purchase of bottled spring water and from numerous deep wells in all parts of the city, established jointly by the City and the various neighborhood communities, from which the water must be carried by hand or distributed by wagon. The water from the Saginaw River, which contains the sewage both from Saginaw and the towns up the river, can not be used for drinking purposes without filtration and softening.

In order to attract manufacturers to locate factories and strangers to establish homes in the City, a proper and adequate supply of pure water must be established. This may be done by the construction of a filtration plant to purify the water from the river, or by the installation of a pipe line in conjunction with Bay City to obtain water from the western side of Saginaw Bay, or by piping from the highland sources of water supply accessible to Saginaw, including the Sage Lake, the Town Line Lakes in Clare County and the many small lakes of Ogemaw County. It is understood

that a Citizens Committee of the Board of Commerce now has the matter in hand and that the Problem of obtaining pure water for Saginaw bids fair to be solved in the near future.

3. SEWAGE DISPOSAL

Coincident with the establishment of a source of supply of pure water, the present method of sewage disposal in Saginaw should receive consideration.

At present, all sewage is emptied into the Saginaw River, a condition which prevents the use of this water for domestic purposes and the full use of the river for recreation, as well as providing a very objectional feature to the residential districts in its vicinity. The river, while receiving sewage from Saginaw, also carries the waste from Owosso, F lint, St. Louis, Midland and other towns above; until the city takes some steps toward providing sewage disposal other than by the river, no pressure can be urged on these up-river towns for the elimination of their sewage from the river.

Saginaw might well consider the construction of a proper sewage disposal plant to be located north of the city, with a trunk sewer on each side of the river, capable of handling both storm and sanitary sewers.

In this connection attention may be invited to the City of R ochester, New York, where practically the same

condition previously existed as now obtains in Saginaw. In Rochester, the Genesee River flows through the city, continuing through the main business district and a very fine residential section below. This river was the carrier of all sewage, which produced its greatest objection in this lower residential section. The City in the last few years has constructed a sewage disposal plant at Irondequoit Bay, with trunk sewers carrying all of the waste formerly emptied into the river. The plant is now in successful operation, making the lower river, instead of the very great nuisance it formerly was, a source of recreation for the entire city, and it is understood, producing revenue which greatly reduces the cost of its operation. Based on the cost of Rochester, a similar plant for Saginaw would cost between $500,000.00 and $750,000.00.

4. INDUSTRIES

The growth of Saginaw is dependent upon the growth and increase of its industries. Therefore, everything possible should be done to stimulate its industrial growth, which will be aided if the City becomes a lake port, and a portion of the City, or outskirts, should be reserved for large factory development. Saginaw is no longer dependent on the lumber industry due to its many varied industries, and another slump can never occur as it did when the timber supply became exhausted, in the early nineties.

The existing industries have every indication of permanence and do not represent a mushroom growth; they are varied in character, a most valuable asset, and are scattered throughout the city, mostly to the south and west, with a rapidly growing factory development in the north, their location being evidently fixed by the Saginaw River or by industrial railroad connections. These scattered industries should in the main, be gradually removed as they outgrow their present quarters, to pre-selected locations, in accordance with a developed City Plan, in an Industrial Section, convenient to rail transportation and Electric lines for transporting employees.

CHAPTER III.

PUBLIC HEALTH

An efficient system for the proper care of the sick and the limitation of physical disability among the people, is an economic necessity and a public utility in the same classification as transportation; health, police and fire protection. The shortening of the period of incapacity when illness occurs and the reduction to a minimum of disability from disease or injury, is a reduction in the overhead cost of the city and an increase in the working efficiency of its people.

To accomplish this, there must be a highly trained medical personnel, properly organized and coordinated, having at their disposal facilities necessary to provide the highest grade of service in the largest volume and at the lowest cost. To this end, the entire medical personnel and the equipment with which they work, should be centralized to co-ordinate their various special activities; reduce the loss of time, energy and transportation; eliminate duplication of equipment and afford opportunity for effective organization. All offices of physicians, all hospital facilities, elinical laboratories, X-ray equipment, public health offices and laboratories and medical libraries should be associated together about an adequate hospital group, and eliminate the obsolete

practice of a doctor trying to do business in three places at once, by personal calls, office hours at his house, and office hours at his little down-town office; one hospital group for each 50,000 population.

The natural center of medical activities and the strongest single element in the medical machine, is the well equipped general hospital. An Army camp accommodating a division and attached troops, represents a community of 40,000 individuals and it is served by a base hospital of from 1,500 to 2,000 beds, an allowance of four (4) to five (5) hospitals beds to each one hundred soldiers. Civil communities run a higher sick ratio than do Army camps, (where stringent health regulations are enforced and the men are all of a healthy type) and all sick are not sent to the hospital as is the case in an Army camp. New York City is now treating close to 2,000 dope fiends a day, which service has been installed since prohibition on the sale of drugs went into effect, and Saginaw has this problem also to face. The tendency, however, is to do so more and more with the improvement in hospital equipment and now practically all surgical and obstetrical cases receive hospital treatment. It is safe to extimate the hospital bed requirements for a city at a ratio of four (4) beds to each 100 of population, which based on the estimated population of 70,000, would mean 2,800 beds needed now without allowing any provision for

the future.

A general hospital of 2,000 beds can be operated more economically than a larger or smaller unit. It should be situated on an open site where light, pure air and quiet can be obtained and should be organized and constructed on the pavilion type of plan.

It is suggested that in the development of the City Plan, at least two tracts of land of possibly 160 acres each be considered for hospital purposes, and that the first of these be located on the west side of the river immediately near the intersection of Court and State Street, and that the other, in the future, be located on the east side, both within a four mile radius as may be feasible. The grouping of these tracts adjacent to parks or country clubs would tend to preserve their isolation.

The eventual construction of pavilion buildings should include the installation of utilities in other portions of the property in order that during emergencies such as the Influenza epidemic of 1918, tents can be erected to increase the hospital bed capacity.

Such institutions would attract the medical profession and bring to the city many of the most skilled specialists; they would act as centers of medical education and research, enable physicians to concentrate their efforts, take advantage of closer co-operation and deliver better service than would otherwise be possible.

CHAPTER IV

TRANSPORTATION FACILITIES

1. STEAM RAILROADS

Saginaw is well supplied with railroad facilities, as the Pere Marquette, Michigan Central and Grand Trunk railroads radiate in all directions as shown on Plate Map No. 1. Bay City is connected by all of these lines so that three different routes are offered between the two cities.

Saginaw is a division point for the Pere Marquette, whose lines radiate to Bay City, Bad Axe, Port Huron, Detroit, Toledo, Grand Rapids and Ludington. In addition to these lines, the Pere Marquette owns a freight belt around the city, the western part of which, however, is not being utilized at present.

The Michigan Central operates through trains on the north and south line from Jackson, north through Saginaw to Bay City and Mackinaw; at Jackson, connection being made for Detroit and Toledo trains. Another line to the east operates from Detroit through Saginaw to Bay City.

The Grand Trunk Railroad operates from Bay City through Saginaw to Durand, where connection is made with its through line trains to different points.

This multiplicity of routes and lines offers Saginaw wonderful opportunities in shipping facilities.

UNION PASSENGER STATION

In the preparation of the City Plan, consideration should be given to the construction of a Union Station for the three roads entering Saginaw. Our first impression is this should be located near the site of the present Michigan Central Station on Genesee Street, west of the river, and the various lines of tracks located as shown on Plate Map No. 2, with the elimination of the various tracks as noted in the map in the central district of Saginaw, in the Second, Third, Seventh, Eighth and Ninth Wards. This should prove a benefit to the Michigan Central and Grand Trunk in the saving affected in both passenger and freight station operation. The Pere Marquette would, however, undoubtedly object to this arrangement, as their present station and yard location is excellent from an operating standpoint, trains from the various divisions now being able to pull directly into their yards for any purpose.

It would be necessary under this arrangement to construct a new railway bridge across the Saginaw River, approximately as shown on Plate Map No. 2, across the end of the north end of Hoyt and Rust Parks, for the use of all

the roads and to develop the Grand Trunk yards in the vicinity of Euclid Street, with the construction of new yards along the south side of the present belt line. West of the river it would be necessary to utilize practically all of the land paralleling the present Michigan Central from Bristol Street, north to the Pere Marquette bridge, between the Michigan Central right of way and the river, for yards and tracks, forming a "belt line" about Saginaw nearly two miles in diameter, and reserving such portions along the river bank as are required for park purposes.

The tracks of the Michigan Central on Hartsuff Street would be abandoned to a point east of the Pere Marquette main line and relocated for about one mile, the location being changed farther south as shown on Plate May no. 2, to enter Saginaw over the Pere Marquette tracks about 2,000 feet south of Hartsuff Street and parallel thereto. The possible objection by the Michigan Central to this location would be this proposed detour to the south and the removal of their local freight and industrial tracks on the east side of the river. We realize this is very radical, but should be carefully considered before it is condemned. These industrial tracks would gradually be abandoned through the moving of the industries and the location of a Union Freight Terminal west of the river near the Union Station would replace the local freight houses now in the midst of the business district of Saginaw.

The Grand Trunk Railway would be the least affected, as the changes suggested would mean virtually only a change in the river crossing.

The Pere Marquette interchange and classification yards along Potter Street and west thereof, whould be limited in size. We advocate the construction of a new yard to the southwest along either the Port Huron or Detroit-Toledo branch, with the ultimate abandonment of the Potter Street yards. This is vital in order to enable opening of the northeast section of the city as a manufacturing and industrial residential district. The Pere Marquette at present maintains from ten to twelve tracks, spread over a 200 foot right of way, crossing at grade all streets in this locality, making a very dangerous and congested crossing condition, particularly as freight trains are constantly moving in and out of the yards.

Trains from Port Huron and Detroit-Toledo could be routed on the south side of the suggested "Belt tracks" to the Union Station. Trains from the north could use the tracks entering on North Fourteenth Street and west along the north side of the "belt" to the Union Station. Bad Axe train operation would be unchanged, except that operation would continue to the Union Station. Trains from Ludington would be routed direct to the Union Station without crossing the river.

In general, the suggested operation of the proposed "belt" might be summarized as follows;

1. Passenger trains could be routed by the most direct line to the proposed Union Station and train yards of sufficient size provided to eliminate dead mileage.

2. Through freight could be hauled around the city to classification yards, readily accessible to all roads, the location of which might seem preferable on the southeast side of the belt, near the industrial district.

3. Local freight could be hauled by the most direct route to the proposed Union Freight Terminal, north of the location of the suggested Union Station, with separate incoming and outgoing yards.

4. With the gradual elimination of the tracks inside the suggested belt in the Second, Third, Seventh and Eighth Wards, this district could expand for business or residential purposes.

5. Through the establishment of an industrial district southeast of Saginaw and outside of the belt, freight movements could be minimized.

The operation of all trains in the manner as above suggested would eventually necessitate grade separation of the principal streets such as Genesee, Sheridan, Jefferson, Washington and others; in the development of the City Plan a comprehensive and exhaustive survey should be made to establish grade lines for the carrying of these streets over or under the tracks.

2. ELECTRIC LINES;

The Commonwealth Power and Light Company, a holding corporation, operates through underlying companies the city street car lines in Saginaw and Bay City, It also operates the Saginaw and Bay City Railway Company, an interurban trolley line on the west side of the river from Saginaw to Bay City and on the east side of the river, the Michigan Railway Company, a third rail interurban from Bay City through Saginaw to Flint.

The two interurbans and some of the city lines converge at Washington and Genesee Streets, which is a general transfer point and business center.

Certain extensions of the electric lines in Saginaw could be made with a view to their future development, some of which are indicated on Plate Map no. 2. Recommendation for the extension of these lines can be made only after a further development of the city's industries, as but twenty-seven (27) cars are now operated during the rush hours over the city lines, with hourly service on the third rail in either direction from Saginaw.

These extensions might include the following:

A line on Washington street (as motor traffic to Bay City in future will take Dixie Highway and Sixth street) from Potter street north to serve General

The further growth of the street railway system and the ultimate accomplishment of the extensions and additions suggested, will require a closer relationship between the public, the city and the Railway company, with mutual confidence in each other, to justify and encourage the company in its expansion, possibly on a profit sharing basis. The present operation of the lines in Saginaw is resulting in a deficit, which is increasing daily, and prohibits the construction of future extensions.

T he development of new housing districts will require the construction of additional lines to the outlying districts not shown on the map and which can only be planned after the location of the housing is determined.

At present, congestion on the street railway lines is not serious and the present lines, with the extensions and additions noted, should provide sufficient transportation facilities for a greatly increased growth in Saginaw. It would appear that widening Janes Street, to permit bringing interurban cars through this street, making a loop through Federal to Genesee, would expedite the movement of cars at Genesee and Washington Streets, the point of greatest congestion. Further study may develop a more preferable solution.

T he introduction of the motor bus will aid in the solution of transit problems, as feeders of existing street car lines, owing to the flexibility of operation and routing, a strong argument for their use being in the fact that passengers may board or leave busses at street curbs and avoid the necessity of dangerous dodging about in the street traffic to board cars on a track in the center of the street.

The recent strike on the elevated and surface lines in Chicago, of three days' duration, demonstrated the efficiency of motor transportation. On the second day of the strike motor vehicles of various kinds were pressed into service, fitted up for the conveyance of passengers, and on the third day the business public were reaching their places of business on time. The greatly increased congestion in the loop district, due to this great influx of vehicles, during the rush hours particularly, did not seriously interfere with street traffic, and the opinion was voiced frequently that traffic conditions were even better than when the cars were running, notwithstanding the fact that most of the traffic police officers were obliged to be on duty elsewhere due to the race riots then in progress on the south side of the city.

London, England, depends entirely on the use of motor busses for city transportation and the excellence

of the service maintained, with the ease by which routes may be changed to accommodate changing conditions, would merit the consideration of the motor bus for Saginaw and the elimination of much street noise and traffic accidents. We urge the City Government and the Street Railway company to jointly consider the use of motor busses for all new extensions and gradual elimination of all street car tracks from the streets of Saginaw. New York City is today considering removal of all street car tracks on Broadway and substituting motor busses.

3. RIVER TRANSPORTATION:

The Saginaw River is a navigable stream and was at one time greatly used for transportation, particularly during the logging period. Navigation has now, however, almost disappeared from the river, although the shipyards at Carrolton, about two miles north of the business district, are constructing steel ships of 3,500 tons capacity.

It is questionable whether the river will ever again be largely used for transportation. The central location of Saginaw, with its excellent railroad facilities, make it a natural shipping center. To promote the possible opportunity Saginaw has of becoming a Great Lakes Port, the suggested location of the proposed Union Freight Terminal between Johnson and Genesee Streets suggests the location of municipally controlled wharves on this section of

the river, extending north of Johnson Street bridge and the construction of a turning basin in the river at this point would serve to stabilize freight rates for Saginaw. Houston, Texas, some years ago secured a turning basin, which practically changed it geographically from an inland town to an ocean port. The shipping facilities will never be extensively used, but the fact that the city has them is a great factor with the railroads in makingfreight rates. These suggested docks at Johnson street could be used for cargo carrying ships, loading and discharging in close conjunction to the railroad yards and for passenger vessels easily accessible from the Union Station and the business center of Saginaw.

CHAPTER V.

DISTRICTING AND ZONING - HOUSING.

DISTRICTING AND ZONING:

It is understood that an Enabling Act has been passed by the Michigan Legislature which will permit municipalities, such as Saginaw, to pass local ordinances for the restriction of certain classes of buildings in different sections of the city, and that a Committee of the Board of Commerce has this matter in hand at the present time. Districting will stabilize real estate values in all parts of Saginaw, and in consequence land values will be greater and easing powers increased much more so than they are at the present time, because restrictions are not now imposed.

It is hoped that the Michigan Enabling Act gives the City power to limit building heights; to restrict or prohibit retail business in certain sections; to prohibit industrial establishments within certain zones and to compel the erection of strictly fireproof buildings within designated areas; to provide necessary set-backs at front and sides from property lines for all residence lots, and also provide that a residence or apartment should not occupy more than a given proportion of said lots.

Particular stress should be laid on the absolute necessity of separation between residences and heavy industry.

It would be well at the present time for the Committee having this work in hand to work with the City Planner in preparing a plat or plats establishing the boundaries of the various areas. The proposed ordinance, in its present draft, does not adequately cover the requirements.

The recent race riots in Chicago, East St. Louis and Washington show the necessity of colored separation in the residence zones. The Enabling Act passed by the last Illinois Legislature did not permit this colored separation and it is hoped that it will be permitted under the Michigan Act. If provision is not made for this, it is well worth fighting for.

HOUSING:

The housing situation in Saginaw is rapidly reaching the acute stage and in the near future the lack of adequate housing will be seriously felt. The City is exceptionally fortunate in the large area of undeveloped property within the city limits and which now has connection to the sewer system.

Sub-divisandevelopments for housing are possible in the Thirteenth, Eighteenth and Twentieth Wards and in the First Ward known as Buena Vista. Consideration should be given in the City Plan to allotting large areas, which in the future should be properly layed out for residential purposes. The mere fact that the land is level, is more

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reason why it should have interest, good organization and design. The use that is to be made of the land should determine its general plan and restrictions; after the main thoroughfares are laid down, the local streets, blocks and lots should be studied with the view of obtaining the best sites for buildings. Each subdivision should contain ample areas for parks, playgrounds and schools to care for the extra population who will live there; the time to make such reservations and restrictions being upon the first sub-division of the land as above suggested.

The actual shortage in housing facilities and accommodations in Saginaw can only be determined after an extensive examination of all of the available housing facilities and such a survey should be made at once. This, however, is a special study and in the City Plan the general development of available areas should be indicated with suggested future transportation facilities.

The actual remedy to any acute housing shortage can be found through real estate corporations and industrial corporations, who will provide homes to meet the demand, and such corporations should be encouraged to go ahead with new projects, but they should be brought to realize that in the future new subdivisions must be made to connect into the general plan for trunk highways and transportation facilities. Promoters of subdivisions should no longer "go it alone", but must realize that their interests are deeply allied with the interests of Saginaw, and both are interdependent on the other.

CHAPTER VI.

PARKS, PLAYGROUNDS AND RIVER DEVELOPMENT.

1. RIVER DEVELOPMENT:

Saginaw has an asset in the Saginaw River which is superior to most cities and which offers great possibilities for development for the beautifying of the city and the recreation of its people.

The beautification of the river banks is fortunately of easy accomplishment, owing to the undeveloped state of the west bank and the conparatively small development of the east bank. Here is offered excellent opportunity for park development on the west bank from Johnson Street to Center Street, and the acquisition of the area south of Center Street formed by the bend in the Tittabawassee River and adjoining Riverside Park. On the east side of the river, Rust Park and the private homes on the west side of Washington Street as far north as the Gas Company are now in a splendid park-like condition. Ojibway Island, now a part of Rust Park, is in practically its natural state, and the development of this island park, with access from Court Street, is of easy accomplishment.

The east river bank, for the south city line to Genesee Street, is now in a condition which recommends its gradual acquisition, over a period of years, by the City, and

converted into a riverside parkway. The city now owns a portion of this area and has developed a section of it at the foot of Janes Street, illustrating what could be accomplished.

As an example of the possible development of Saginaw's water front, attention is invited to Plate No.4, illustrating the treatment of the riverside in the city of Budapest, the capital city of Hungary. In comparison to this is offered Plate No. 5 of the water front of Saginaw between Janes and Johnson Streets on the east bank of the river.

In the preparation of the City Plan, careful study should be given to complete development of this river improvement as suggested, with boulevard connection to the general park system, and should be studied in close conjunction with the railroad situation. The opportunities offered by the two river islands, practically in the center of the City, for the location of boat clubs and availability of the river for a considerable distance for boating, should receive careful and exhaustive study. Saginaw possesses marvelous resources for recreation and refreshment in its river, and such portions of its banks as have been given up to private use should be gradually reclaimed, and such portions as are still under public control should be developed at once and forever maintained for the use and enjoyment of the people.

2. PARKS:

Saginaw now has 184 acres of parks, and the law in Illinois in one (1) acre for each 500 inhabitants, so that Saginaw is just about up to the minimum for present population but additional land should be acquired now so that parks can be developed over a series of years, and when the population reached 150,000, there should be a minimum of 300 acres, or approximately twice what the city now has. Many cities figure there should be one (1) acre for every 100 of population, which would mean the maximum acreage for present population would be 700 and for 150,000 people 1500 acres.

The City's park system now consists of Bliss, Fordney and Merrill Parks, the latter practically undeveloped, and Ezra Rust, Hoyt, Jeffers, Linton and Webber Parks. Linton and Webber have not yet been developed; Linton Park, consisting of about 25 acres, is ideally located adjacent to three large schools and should be developed as playgrounds and to provide also for the large children population in this territory; Hoyt Park has achieved a very high state of development as has Rust Park to the south in a lesser degree. The Traction Company maintains and operates an amusement park at Riverside Park, southeast of Saginaw.

Opportunity is presented for the extension and development of the park system as illustrated on Plate May No.3. This would include obtaining the area in the southeast section of Saginaw formed by the bend of the Tittabawassee River south of Center Street. This area now has particularly no development and could be filled in at practically no expense by using it as a city dump for a few years. It would give a park, when completed, greater in area than all the other city parks combined.

It is recommended that a neighborhood park be established at the section enclosed by Bates, Court, Woodbridge and Hancock Streets, now a beauty spot containing some excellent trees and occupied by an abandoned station of the Pere Marquette belt line.

Gratiot Street, the main trunk highway leading out of the city to the west, contains a number of small triangles formed by intersecting streets, most of which are occupied by small stores and buildings of no value or character. The appearance of this thoroughfare could be greatly improved by the elimination and removal of the buildings on these sites and their improvement as small triangle plats.

On the east side of the river, a riverside park could be established from the city line on the south, where connection could be made by a new bridge over the Saginaw

River to the suggested new park opposite, the Ezra Rust Park and Hoyt Park. At Genesee Street connection could be had to the park system on the west side of the river. It is suggested that a municipal bathing beach be established in Rust Park after the sewage disposal plant has been constructed.

The modern city, with its immense and congested population, has shown the necessity of parks and playgrounds as breathing places for the people. These should be located not more than a mile apart, so that a park or playground is within half mile walk of any home. These parks are oftenest of two types - - playfields of moderate size in the heart of the city, and large stretches located where more ample areas permit golf, skating and boating. The value of these wholesome resorts cannot be over-estimated; experience has shown that they almost entirely eliminate certain classes of crimes and that their general effect is a marked improvement in the moral tone of the neighborhood, and increase in the valuation of adjacent property. The police reports of Chicago show that arrests are reduced 25 per cent within a radius of one-half mile of any new playground.

A park board could be formed to take over and maintain all parks and recreation boulevards, with power by law to issue bonds on the assessed valuation of the City, and in addition to interest and sinking fund for bonds, also issue a tax for park maintenance.

CHAPTER VII.

MAIN TRUNK HIGHWAYS - BOULEVARDS - STREETS.

MAIN TRUNK HIGHWAYS:

The Public Domain Committee at Lansing, in a recent annual report, estimates that the sum of $5,000,000 is annually left in Michigan by tourists and others using the highways of the State; with the growing use of the motor vehicle, which is now produced at a cost enabling the most moderate family to own one, this amount will be substantially increased.

It is estimated that 70 per cent. of the motor tourists in Michigan come from territory outside of the State, and Saginaw is strategically located to enjoy the fruits of this traffic. Examination of Plate 7 demonstrates what a radiating and dominating position the city occupies.

HURON: The Huron Trunk line highway now being developed in the east, traverses the rich counties of Tuscola, Huron and Sanilac, terminating at Port Huron, an important gateway to Canada. This highway is 45 per cent. completed and will be entirely completed by 1921.

DIXIE HIGHWAY: The Dixie Highway, extending along the continent from Miami, Florida, passes through Saginaw on its way to the north, through Bay City, Tawas City, Alpena

and Cheboygan to the Straits of Mackinaw and the Saulte Ste. Marie, the terminus, an 18 foot concrete highway, the minimum standard width in Michigan.

TOP OF MICHIGAN: An important highway passing through Saginaw is the "Top of Michigan" route, now one-third completed, the direct line to the resorts of Northern Michigan. It is 35 miles shorter than the Dixie Highway and passes through the University city of Ann Arbor and across Livingston County, the richest Holstein cattle county in the United States. From Saginaw, north, it passes through Midland, the chemical city of Michigan, Gladwin County and the finest interior lake resorts in the State, crossing on its way to Mackinaw, trout streams that are unexcelled. The "Top of Michigan" route is by far the shortest from the Toledo gateway to the famous resorts of the Grand Traverse region, Charlevoix, and Petoskey; it is most picturesque in the vicinity of Saginaw, following the high banks of the Tittabawassee and Tobacco Rivers in its course.

LUDINGTON ROUTE: Another important State trunk line highway leaving Saginaw for the west is the Ludington route, which follows the "Top of Michigan" trail along the Tittabawassee to Midland thence diverging and passing through a large territory tributary to Saginaw, towns of Clare and Reed City to Ludington, which is an important lake port with Pere Marquette steamers connection for the north and the Goodrich line of freighters direct to Milwaukee.

VICTORY HIGHWAY: The "Victory Highway" starts from Chicago and reaches Saginaw through the Saginaw Valley, running through many of the most important cities of Michigan; Benton Harbor, Kalamazoo, Battle Creek, Lansing, the rapidly growing State Capital, Owosso and Camp Custer. This route was established as a memorial to the Michigan men in the war and will be lined with various war trophies and relics. Passing through Camp Custer, designated by The War Department as a permanent camp, this road will be destined to play an important part in the movement of troops. The Victory Highway is now 33-1/3 per cent. completed and the remainder is being hard surfaced as rapidly as labor conditions permit, with its entire completion estimated by 1924.

MUSKEGON ROUTE: Muskegon Route enters Saginaw over Victory Highway and is a cross State trunk line highway, starting from Muskegon on Lake Michigan, reaching Saginaw through Alma, a very rapidly growing manufacturing city, St. Louis and many other substantial towns and villages. This is the present route to Grand Rapids, Michigan's second city. Heavy motor trucks constantly pass through Saginaw over this highway to Flint, Detroit, Toledo and the seaboard.

In addition to the important State trunk line highways referred to, county highways are being established in all directions from Saginaw into the surrounding rich farming territory.

The General Motors Company is assisting in the prosperity now prevailing in Michigan, especially on routes now leading into Saginaw, it being noted that the recent budget of this Corporation contemplated the expenditure of Two and One-Half Millions of Dollars in Saginaw, Lansing and Pontiac each, Seven Millions in Flint, and Nineteen Millions in Detroit for new construction.

Saginaw in its streets and highways should prepare for the traffic produced by these various trunk line highways passing through the city, with broad, substantially paved roads for handling through transportation, so arranged that through-bond vehicles can pass through, skirting the congested centers.

It has been attempted to show on Plate Map 6 the through routing of the main State trunk arteries by utilizing the two great diagonal streets now existing in Saginaw, namely, Court street leading from the river north-west, and Genesee from the river south-east.

PORT HURON: The main trunk line for Port Huron comes in on Janes Ave. which intersects Genesee.

DIXIE HIGHWAY: At this point of intersection all traffic entering Saginaw over the Dixie Highway over Genesee, should detour to leave the City via Sixth Street.

TOP OF MICHIGAN ROUTE: Motorists entering the city from the south on Sheridan Street, should have option of diverting away from the congested center by way of Washington Avenue and Court Street, or going through the business center and leaving on Genesee or State Streets.

VICTORY HIGHWAY: Entering over Gratiot Avenue could connect by Rust Avenue(the main cross town line) and leave by Genesee, or could enter business center via Washington Avenue.

INTERSECTING POINTS: By creating two separate intersecting points, each with five radiating streets and by connecting the two points as shown, the question of provision for the streams of tourists and trucks through the City will be controlled. Unless something of this sort is done, the tourists will infest every street the City, which is an uneconomical way to handle the problem and an added expense to the usual transportation facilities of the City, and to all merchants who have goods to deliver and handle over the streets.

The advantage of a radiating street system is to prevent the necessity of going through the center of the city to go between any two points, and from the fact that from any given point in the outer section of the city, the volume of traffic toward the center will exceed the volume of traffic toward any other point.

BOULEVARDS:

An outer and inner boulevard circuit is suggested, to be used for light delivery wagons and pleasure. The standard width of boulevards established by Detroit is 150 feet, including park strips along edge. This is for either two drives 40 feet wide with park in center, or one drive 80 feet in the middle, which is suggested for outer circuit and inner circuit, and for trunk line transversals where possible.

OUTER CIRCUIT: A loop around the City has been indicated on Plate Map No. 3, starting at the north-west corner of the City at the intersection of Court and State Streets, and cutting across the Superior Street, thence south to the proposed park area, around the bend of the Tittabawassee River, crossing river by new bridge, and along Bradley Street to Sheridan, north to Rust, and east to Genesee, then out over to Fourteenth Street and north to Johnson Street, then West to Sixth Street and north to Bridge, then west and re-enter City over Michigan Avenue to Genesee and west by State and Genesee to point of starting.

INNER CIRCUIT: Starting on west end of Genesee Street Bridge, following Niagara Street south-west to Perry street, and then into the circuit around park to be formed

by bend of the Tittabawassee River, again going over the new Bradley Street Bridge to Washington Street, and north along Washington to Holland Avenue, then west into Water Street, and then north to the Genesee Street Bridge again.

STREETS: A great deal could be written on this subject, but only a few of the most obvious points have been suggested.

It is understood that an Access Condemnation Act exists in Michigan, which should be of great benefit financially to the City in making immediate improvements in the down-town district. In such cases as the demand would not warrant immediate widening of streets, the City could establish building lines by ordinance far enough back to permit the widening of the streets in the future. When permits are issued for new buildings, require them to be set back to the established new lines, and the City could then compensate the owners for the difference in value between old and new line, and lease the balance to them for shop fronts, gasoline stations, etc., of a temporary nature, with cancellation clauses. At the time the work of actual street widening is ready to proceed, there will not be any obstructions of a permanent nature to remove.

MINOR STREETS should not be less than 24 feet, curb to curb, with 26 feet added for trees and sidewalks, total 50 feet. All streets in Saginaw are 66 feet or better, and it is recommended that the distances from curb to building lines be increased, to do away with excessive paving costs.

Main STREETS (Without street cars) should be not less than 32 feet curb to curb, with 28 feet added for trees and sidewalks, making 60 feet building line to building line. Here the established width of 66 feet is about right.

THROUGH STREETS for double line of car tracks would add 20 feet to the 32 feet about, and make it 52 feet plus 30 feet for sidewalks and trees, or 82 feet. Here the established 66 feet is not wide enough.

I f through streets are for single track of street car, deduct 10 feet leaving total 72 feet, which is 6 feet more in width than the established 66 feet.

The four main streets of the City are Genesee and Washington on the east side of the river, and Court and Michigan on the west side. All four of these are 99 feet, have double track street car lines and exceed the minimum for through streets by 17 feet. In the case of Genesee and Court, if they are to bear the burden of main trunk highways through Saginaw, as suggested above, the present widths are about right.

It would be necessary to study local conditions a little more as to Michigan and Washington Streets before it could be determined whether they are excessively wide.

You will thus see that the following are to be considered;

1 - Minor Streets.
2 - Main Streets - no cars.
3 - Through Streets, single car line.
4 - Through Streets, double car lines.
5 - Main Trunk Highways.
6 - Boulevards.

Every street, both present and future, will fall under one of these six heads and now is the time to determine what part every existing street will play in the Saginaw of 150,000 people, and then pavements, pipes and curbs, as are contemplated, over a series of years, can be put in intelligently and not go ahead blindly.

A preliminary study of the street system and its connection to the various trunkline highways entering and leaving the city, suggests the extension and cutting through of certain streets as indicated on Plate Map No.6, and described as follows:

1. The connection of Johnson Street with State by means of a viaduct from the bridge to Michigan Avenue, to provide a parallel street to Genesee Street, the main cross town thoroughfare in the north section from east to west.

2. The widening of Lapeer Street to 99 feet from its intersection at Genesee to Sixth Street, as the trend of Business growth is in this direction and Lapeer is the logical continuation of Genesee Street.

3. Taking that part of Sheridan Avenue south of Hoyt Avenue, Cherry Street from Hoyt to Sixth, and Sixth Street for its entire length, forming one continuous main avenue across the city, suggesting that this thoroughfare be given the name of Livingston Avenue in deference to the rich county to which it leads.

4. The cutting through of Sheridan Avenue from Cherry Street to the intersection of Genesee, Janes and Millard, and a diagonal from this point to Sixth at Lapeer, as an alternative to the formation of Livingston Avenue as suggested in No. 3.

5. Extension of Rust Avenue from Sheridan to Genesee and the extension of Fourteenth to Genesee.

6. Extension of Hess on to Genesee.

7. The connection of Bradley Street between East and Williamson Street.

8. Diagonal from east side of Court Street Bridge to intersection of Washington and Rust Avenues.

9. Cutting through of Bristol Street to Houghton at Woodbridge.

10. The extension of Genesee Street to Brenner.

11. The linking together of the business districts on each side of the river through the continuation of Niagara Street along the proposed riverside parkway, to Johnson Street.

12. Bristol bridge crossing the river is an old structure and will in the near future require to be replaced; it is suggested that it be re-located to cross at Holland Street. Court Street bridge crossing Lake Linton is also in condition which will soon necessitate its replacement. The reconstruction of these bridges should include the erection of well designed concrete structures, fitting the park scenes they traverse.

CHAPTER VIII

MUNICIPAL BUILDINGS & CIVIC CENTER.

The present City Hall is located between the river and Washington Street, north of Holland Avenue. Sometime in the not distant future a new building will be needed. It will be well then to have a well thought-out and comprehensive plan for a "Civic Center" , where the activities of municipal government, county administration, etc., can be grouped together in close proximity to the business heart of the City, but not mixed with it.

The buildings should not only be distinctive in the character of their architecture, but in order to take the place they deserve in the City Plan, they should have the proper setting. The open surrounding areas that will give them dignity, a dignity which will appeal to and stimulate the civic pride of Saginaw's citizens.

A glance at the plans of European cities, at the plans of Washington, D.C., and many of the city plans which have been worked out in this country in recent years, will show the importance of this feature.

Buildings of sem-public character, such as art museum, public library, railway station, should be included in the study of a civic center and their future location be given careful thought.

In the case of Saginaw, the river should be taken in consideration as a ready element of beauty in such a composition, providing without expense to the city, that open space effect so important in monumental architecture.

Let us mention one of the best known examples of public buildings grouped on either side of a river, the Place de la Concorde in Paris, with the government offices on either side of the main axis, the bridge across the river in the center and the House of Parliament facing the bridge.

Without trying to emulate the grandeur of a national capital, the men who make a plan for Saginaw might take their inspiration from such examples.

There is a possibility of a civic Center development between the river and the intersection of Janes Avenue and Genesee Street. A mall could be run from this intersection to the river, and public buildings be grouped around same, with a new bridge connecting over the river into the plaza of the proposed Union Passenger Station.

Another suggestion for a Civic Center would be the land west of Water Street to the river, between Thompson Street and Janes Avenue.

Respectfully submitted,

D.H.Burnham & Co.

August 25th, 1919.

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